Grant Application
Montana Land Information Act
Fiscal Year 2010

Applicant Information

1. Primary Applicant (Required):
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Organizational Unit (if applicable)
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Division:

2. Other Project Participants or Partners - please list all:
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Other Project Participants or Partners - please list all:
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Other Project Participants or Partners - please list all:
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Other Project Participants or Partners - please list all:
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Other Project Participants or Partners - please list all:
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Other Project Participants or Partners - please list all:
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2. Other Project Participants or Partners - please list all:
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2. Other Project Participants or Partners - please list all:
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2. Other Project Participants or Partners - please list all:
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2. Other Project Participants or Partners - please list all:
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2. Other Project Participants or Partners - please list all:
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2. Other Project Participants or Partners - please list all:
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3. Date Submitted (Required): 02-17-2009 **4. Date Received by State:**

4. Descriptive Title of Applicant's Project (Required):

Rocky Mountain Front: Local Planning in a Regional Cooperative

1. Project Goals, Objectives and Risks

This project will build local GIS and planning capacity for using Montana framework GIS layers, combined with ESRI demographic and economic data and state-of-the-art science based modeling and decision support tools within a regional cooperative in north-central Montana. The project will be administered by Teton County, with partners including the Blackfeet Nation; Glacier, Pondera, Toole and Cascade, and Lewis and Clark counties; and municipalities within these counties. Additional key partners include the Great Falls Development Authority, Sweetgrass Economic Development Corporation, state agencies including the Montana Department of Fish, Wildlife and Parks, and Department of Natural Resources and Conservation, and the Lewis and Clark National Forest, Glacier National Park, and the U.S. Fish and Wildlife Service.

The goal of the project is to develop better systems and capacity for local governments to work with our constituents and with state and federal agencies in local land use and economic development planning and decision-making. The project involves building a regional residential and economic growth model, land capability and suitability analyses, using all of the 13 framework layers and several other GIS resources, and the local capacity to use and maintain decision support software for local planning in a regional context. This approach has proven to be an effective tool for urban areas in Montana. We are proposing a model to apply the same systems in rural local areas that lack extensive resources for applying GIS to community visioning, fiscal analysis, and land use planning.

The Rocky Mountain Front is a place of interest for residential development of both primary and second homes, energy development that challenges traditional agricultural lifestyles, wildlife resources, and community well-being. County commissioners, watershed groups, and public land managers are wrestling with issues related to residential, commercial, and industrial growth, energy development, natural resources management, and tourism and recreational uses. Such issues present short and long-term planning challenges relating to traditional economies and lifestyles, wildlife resources, energy resources, and community development. All partner counties and municipalities have limited GIS and planning staffs. Therefore, a primary objective is to involve partners and consultants, with planning models and GIS planning tools. In addition, local officials will receive training in understanding how GIS methods will assist in local planning and policy making, and what they can and cannot expect from the systems. Their staff will receive capacity building training to implement the local planning efforts.

This effort fits most closely within the MLIAC L2010 Land Plan **Goal 4 – Improved quality and efficiency in the business processes of stakeholders through consistent availability to critical land information and the use of GIS technology.** It equally applies to Objectives 4.1 and 4.2. Because proposal requirements are to focus on one objective, we will primarily address *Objective 4.2 – Encourage partnerships that bridge the technological divide through inter-sector collaboration.* Teton County is a small county with a population of approximately 6,500, a part-time GIS staff person who also serves as the rural fire chief, and a half-time planner and weed coordinator. The other partners are in a similar condition. The Blackfeet Nation has more capacity with two GIS specialists and a small planning department. Cascade County and the City of Great Falls have one GIS staff person each. Lewis and Clark County has two full time GIS staff and greater capacity than the other partners. None of these counties, except Lewis and Clark, have enough capacity or budget to develop the sophisticated suitability and capacity modeling, GIS analysis, and decision support required for many of the issues facing local decision making. The partners with at least one dedicated GIS staff (Blackfeet Nation, Lewis and Clark, and Cascade counties) do not have the capacity to provide regional services to all other partners at this time. We see inter-sector collaboration, with contracted services for initial support as the

best avenue to participate and boost capacity in a significant way. With the proper tools and training, we can foster collaborative efforts, pool resources with neighboring jurisdictions for training and data development, leverage additional funding sources and help each other implement these tools. By using a common set of data, analyses, and planning tools, we will also have the potential to support each other when unforeseen situations arise and short term assistance is needed to stretch limited resources. We want to create a local environment for what could be thought of as a GIS barn raising, with neighbor helping neighbor.

Briefly relating to Goal 4, objective 4.1 – *Integrated uses of geospatial data in the business and decision-making processes of state policy maker.* When reviewing planning efforts with significant local policy implications, we want to be able to work with local data, conduct analyses and evaluate and respond to other studies in more informed manner with GIS. Our aim is to incorporate and leverage the recent regional economic strategic plan prepared by the Great Falls Development Authority and Praxis Strategy Group, as well as a recent assessment by the Department of Fish, Wildlife and Parks of crucial habitat and wildlife corridors, the Western Governors Association Western Renewable Energy Zone analysis, and other regional planning efforts that directly influence our local landscape and policy decisions.

The risk to the existing framework layers and GIS portal and map center are minimal if the project is not funded. For GIS adoption and collaboration with smaller counties and towns, and contribution to the GIS federation/enterprise from rural areas of the state, the risk will remain high if we fail to develop regional service centers and cooperatives to build GIS capacity in rural Montana.

We propose a regional service center approach where a tribal nation, several rural counties, two larger Montana cities, and regional economic development corporations work collaboratively to build GIS capacity for local planning and operations. The benefits accruing from a successful inter-sector collaboration include dramatically improved information for policy decisions, efficiencies of scale from pooled resources, reduced litigation and land use controversies through advance planning and conflict avoidance, the ability to attract additional resources and maintain community values, and promote wise use of natural resources.

Elders and tribal council, county and municipal elected officials, local staff in GIS, planning, and economic development, and community leaders will work with two state agencies, three federal agencies, and project consultants. Together we will adapt the residential and economic growth models and suitability analysis to local issues, and subsequently provide training to build capacity and sustain the project. We anticipate the land use planning and GIS-based decision support tools are also useful in emergency preparedness, infrastructure and fiscal impact studies, and other community processes. Our approach is to create a framework for the mentoring and support of existing GIS staff in the more populated urban areas of the region, without unrealistic expectations of full time support from them. We propose significant capacity building and training, initially with supplemental contracted services to achieve long term sustainability.

Framework Layers

The growth models and suitability analysis will make use of all 13 framework layers, other Montana GIS initiatives, commercial data, and derivative analytical map layers. We are modeling our efforts on proven GIS models and workstation software, developed by the Sonoran Institute and University of Montana scientists, and leveraged by ESRI business analyst software and web services.

2. Technical Approach

a. Scope of Work

There are six basic steps in the scope of work. These will be required in our RFP for contracted services:

1) Develop a suitability model and GIS analysis with land use and resource constraints and with infrastructure and favorable development factors at a small unit of analysis (90meters), aggregated up and generalized to a quarter section planning grid (estimated 160 hours).
2) Develop a residential growth model using historic data, with forecasts and approximate predictions for a 30 year planning horizon for the quarter section planning grid, and develop build out scenarios and long term visioning plans, as well as short term land use planning tools (estimated 480 hours).
3) Accommodate the ability to obtain demographic and economic maps and reports for addresses in the region with custom areas of interest via web services and ESRI's premium business analyst online web service subscriptions (estimated 16 hours).
4) Develop localized definitions of land use indicators with each partner and their jurisdiction to be expressed in maps, reports, and charts through ArcView and CommunityViz planning software to evaluate local growth plans with residential and economic development scenarios, time series analysis, capacity allocation, and infrastructure cost/benefit analysis. (estimated 224 hours)
5) Train local, state, federal, and tribal staff in the procedures to use and maintain the land-use decision-support software and collaborative technology tools to support the rural GIS federation in this region. We anticipate approximately 800 hours of on-site contact work with consultants and experienced GIS partners training and developing the data and models, including 7 model consultation sessions and training sessions for elected officials, four GIS and four planner training sessions of ArcView and CommunityViz (Browning, Choteau, Great Falls, Helena), and approximately 52 WebEx support sessions during the project period.
6) Follow up with pilot projects and post-training consultation, reinforcement, and support.

b. Deliverables

We are not proposing a traditional contracted services model where a consultant is solicited to conduct an analysis, give it to county commissioners and the business community and leaves. We are proposing building an on-going system, with enough capacity building to sustain it. Our proposal is built on sound methods and science, modeled after methods the Sonoran Institute has applied elsewhere, with well accepted GIS software that has proven effective with part time GIS staff and planners in rural areas. The RFP will require the contractor develop a predicted growth layer using scale-appropriate GIS models and statistical analysis. Results of this process shall predict and allocate future residential growth at the unit of analysis for the region that includes partner jurisdictions. The model shall incorporate macro and micro scale socio-economic and demographic data, as well as natural resources data, and distance to amenity and services measures. The statistical model shall use a classification and regression tree technique implemented in R statistical software.

The growth model deliverable will be in a form to allow planners to use simple CommunityViz sketch tools to add residential development and change build-out capacity. Model output shall describe the number of new residences per quarter section. The model shall use Python scripting to combine GIS inputs and outputs with R. The model shall allow use in conjunction with suitability analyses and results so modeled scenarios can be compared using common impact analysis. The contractor will utilize Montana framework layers and develop ancillary layers. The Sonoran model uses cadastral, CAMA property tax attributes, digital elevation models, SSURGO soils, wetlands and land use, GCDB, the Montana transportation framework, NHD perennial streams, supplemented with demographic and

economic data generalized with analysis techniques requiring the contractor have a commercial ESRI Business Analyst Desktop license. These data are used as inputs to calibrate the model and create a predictive function. They permit generalized, value-added GIS layer deliverables that comply with MLIA public dissemination of value-added commercial data and do not violate license restrictions of proprietary ESRI software. We anticipate combining these layers into a generalized quarter section geodatabase will also be the key to simplifying the final deliverable, so part time GIS staff and planners can more effectively use and implement the results. Additional framework and derivative layers will supplement the quarter section analysis in the CommunityViz models, including NAIP orthoimage backdrop, and other state systems such as the wildlife corridors analysis, DOR forest and agricultural productivity, wildland urban interface fuel modeling, and the Western Governors WREZ layers.

Other deliverables will include training exercises that are appropriate for county officials, planning board members, planners, and other community decision-makers, as well as training manuals, metadata, and documentation.

c. Acceptance Criteria (how can the Department judge whether the deliverables are complete and meet the project objectives and comply with the scope of work)

Measurable indicators of acceptance criteria will include anonymous training evaluations by participants; scope and iterative progress documented on the project wiki website (note, the Socialtext software stores all iterations over time, allowing a time series analysis of progressive use of the system, and a window into the level of adoption and understanding by local staff); evaluation of growth planning in each county and tangible differences in approaches using non spatial and geospatial capabilities. Other indicators include the number of staff trained, and the number of elected officials and staff engaged in model consultation and system building processes. Although our approach involves sophisticated geospatial analysis, the implementation and use is intended to be relatively simple and easily measurable.

d. Timeline of project

Still working on this, will finalize once we have remaining input and review by partners.

e. Staff roles and responsibilities (grantee)- demonstrate with examples of your ability to accomplish this work

The experienced GIS staff at Lewis and Clark and Cascade County, City of Great Falls, Blackfeet Nation, as well as the state and federal partners will receive training in the project data sets, modeling procedures, and decision support software. They will make individual commitments to provide regional support to those with limited resources. Because of existing workloads and responsibilities, and the limitations expressed by the partners we propose supplementing volunteer outreach efforts with contracted services.

Contracted services will provide initial capacity building and training. The total estimated contracted services are anticipated to cost $125,440. Teton County will solicit competitively-bid requests for proposals for the scope of work described above and the project deliverables. The request for proposals and subsequent contract(s) will require that the contractor(s) identify the capacity, personnel, hardware, software, experience, management, and other resources included in the scope of work above, to accomplish the work in the required time.

3. Geography Affected

Teton County, with partners including the Blackfeet Tribal Nation, Glacier, Pondera, Toole, Lewis and Clark and Cascade counties, and municipalities within these counties along the eastern front of the Continental Divide in north central Montana. Additional key partners in the Great Falls Development Authority, the Sweetgrass Economic Development Corporation, state agencies including the Montana Department of Fish, Wildlife and Parks, and Department of Natural Resources and Conservation, and the Lewis and Clark National Forest, Glacier National Park, and the U.S. Fish and Wildlife Service.

We are proposing an analytical framework that uses geospatial analysis, a land-use planning decision-support system, and local capacity building integrated through an informal cooperative or federated network of partners. All will share common data, software, and training procedures running ArcGIS and CommunityViz, and open source Python scripts and R statistical software. We are planning separate workstation-based systems at each partner locality that has or can obtain this minimum level of resource investment, roughly the minimum of a $2,000 portable or desktop computer, ArcView 9.3 ($1,500), CommunityViz 9.3 ($279), and the commitment to train and enable local staff to use the end results.

This will be supplemented by two online mapping, demographic and economic analysis web services for a geographic area covering Teton, Glacier, Pondera, Toole, Cascade and Lewis & Clark counties. It will use ESRI Site Viewer licensed by the Great Falls Development Authority. This will complement the existing service provided for Lewis and Clark by the Montana Business Assistance Connection (MBAC.BIZ) The equivalent of ESRI Business Analyst Online Premium Service, this new ESRI hosted ArcServer application will supplement existing services such as the Department of Commerce's "Montana Means Business" web site, with additional local functionality. Lewis & Clark County will also use their existing county web mapping system, extending those to Teton County, but cannot provide web mapping services to the other non-contiguous counties. This service, however, will provide a valuable test of providing web based value added map layers, based on framework layers, to a two county region of this project. Both web mapping services will provide a valuable subset of data, reports and maps, but our primary focus is affordable workstation based systems that can be implemented and maintained in a rural local setting.

We will also rely on ESRI's new "Search and Share" functions with the next release of ArcGIS for collaborative mapping among jurisdictions. This will be supplemented by a Socialtext wiki license for 20 designated representatives of the partners for online collaboration and support. Our scope of work calls for the successful contactor to use WebEx or similar software services to facilitate one-on-one mentoring, training, and support. In short, we anticipate using practical, proven, commercial off the shelf Web 2.0 and GIS tools to enhance our collaboration, with a flexible structure relying on the individual choice and voluntary participation of each entity. We don't plan to develop expensive custom systems, requiring custom programming and maintenance. This philosophy also includes web services.

Separate training sessions for local officials will address GIS and decision support tools . Hands on instruction on the basics of ArcView and CommunityViz will be contracted. We will also require follow up training, project mentoring, and assistance to facilitate adoption and maintenance of the project.

4a. Detailed Budget

Category	Applicant Share (including in-kind)	MLIA Share	Other Share	Total
a. Personnel	$19,926	$8,000	$259,038	$286,964
b. Fringe Benefits	$6,974	$2,800	$90,663	$100,437
c. Travel	$500	$1,500	$6,000	$8,000
d. Equipment	$3,779		$49,127	$52,906
e. Supplies				$0
f. Contractual		$125,440		$125,440
g. Other (Software licenses)		$5,524		$5,524
				$0
Totals	$31,179	$143,264	$404,828	$579,271

4b. Budget summary for each participant (including subcontracts)

Category	Applicant	Subcontractor	Each local partner (x6 partners)	Other agency partner (x7 partners)	Total
a. Personnel	$27,926	$115,440	$19,926	$19,926	$183,218
b. Fringe Benefits	$9,774		$6,974	$6,974	$23,722
c. Travel	$2,000	$10,000	$1,000	$0	$13,000
d. Equipment	$3,779		$3,779	$3,779	$11,337
e. Supplies	$250				$250
f. Contractual					$0
g. Other (Software licenses)	$5,274				$5,274
Totals	$49,003	$125,440	$190,075	$214,754	$579,271

BUDGET DETAIL

Budget Hourly

15.00	$15/hr estimated local staff hourly (average of commissioner/GIS staff/Planning staff/Sanitarian/Contracted services)
0.35	35% of hourly for local staff fringe benefits (FICA, Social Security, Workers Compensation, etc)
65.00	$65/hr estimated consulting hourly billable, with training materials and software and overhead and fringe combined

Contract Administration (Indirect Cost) - Teton County

ITEM	MLIAC Request	In-Kind Local
Salary	$8,000	
Fringe benefits	$2,800	
Travel	$1,500	
Equipment		$3,779
Supplies	$250	
Subtotals	**$12,550**	**$3,779**

Other (Software License Detail)

$4,995	Great Falls Development Authority - Economic Development License of ESRI Site Viewer (Premium Business Analyst Online) - 1 year subscription
$279	Lewis & Clark County Planning (1 copy CommunityViz)

GIS Modeling and Analysis

TASK		EST. DAYS	EST. HOURS	EST. AMOUNT
Suitability analysis		20	160	$10,400
Growth Model		60	480	$31,200
Site Viewer		2	16	$1,040
Localized indicators		28	224	$14,560
	Subtotal	**110**	**880**	**$57,200**

GIS Training and Local Consultation

Number of Sessions	Local Staff in each session		Days @ Session	Consulting	Local Entities	Est. Days	
7	3	Elected officials training	2	$7,280	$6,804	14	
4	25	GIS training	7	$14,560	$113,400	28	
4	14	Planner training	2	$4,160	$18,144	8	
7	14	Consultation sessions	3	$10,920	$47,628	21	
7	14	Pilot project sessions	4	$14,560	$63,504	28	
52	14	WebEx	0.25	$6,760	$29,484	13	
Subtotal			**18.25**	**$58,240**	**$278,964**	**792**	**Hours**

Local computer and equipment – in-kind match by partners

Computer workstation		$2,000
ArcView		$1,500
CommunityViz		$279
	Total	**$3,779**

Local Travel

Most of the training and consultation will be held in a location that is available in a one day commute, but we included an estimated $1,000 travel contribution from each partner for their staff for estimated per diem and potential lodging.

Assumes the local entity, state or federal agency will support local travel, per-diem and lodging for the 7 days of training for GIS staff and 2 days of training for planning staff. Sessions are scheduled for Browning, Choteau, Helena, Great Falls

Consultant Travel Estimate

This assumes one trip for each session, combining trips or other factors should reduce this to approx $10,000.

The estimate uses the federal mileage rate and GSA rates for per diem and lodging in Montana.

Consultant Travel Detail

	Mileage	M Rate	Mileage $	Per Diem Days	Per Diem Rate	Per Diem $	Lodging Nights	Lodging Rate	Lodging $	TOTAL
Elected officials training	7 sessions - 2 Days									
Browning	450	0.5	225	2	39	78	2	70	140	443
Conrad	405	0.5	202.5	2	39	78	2	70	140	420.50
Cut Bank	500	0.5	250	2	39	78	2	70	140	468
Choteau	320	0.5	160	2	39	78	2	70	140	378
Great Falls	340	0.5	170	2	39	78	2	70	140	388
Helena	225	0.5	112.5	2	39	78	2	70	140	330.50
Shelby	450	0.5	225	2	39	78	2	70	140	443
GIS training	4 sessions - 7 days									
Browning	450	0.5	225	7	39	273	7	70	490	988
Choteau	320	0.5	160	7	39	273	7	70	490	923
Great Falls	340	0.5	170	7	39	273	7	70	490	933
Helena	225	0.5	112.5	7	39	273	7	70	490	875.50
Planner training	4 sessions - 2 Days									
Browning	450	0.5	225	2	39	78	2	70	140	443
Choteau	320	0.5	160	2	39	78	2	70	140	378
Great Falls	340	0.5	170	2	39	78	2	70	140	388
Helena	225	0.5	112.5	2	39	78	2	70	140	330.50
Consultation	7 sessions - 3 Days									
Browning	450	0.5	225	3	39	117	3	70	210	552
Conrad	405	0.5	202.5	3	39	117	3	70	210	529.50
Cut Bank	500	0.5	250	3	39	117	3	70	210	577
Choteau	320	0.5	160	3	39	117	3	70	210	487
Great Falls	340	0.5	170	3	39	117	3	70	210	497
Helena	225	0.5	112.5	3	39	117	3	70	210	439.50
Shelby	450	0.5	225	3	39	117	3	70	210	552
Pilot Project Session	7 sessions - 4 Days									
Browning	450	0.5	225	4	39	156	4	70	280	661
Conrad	405	0.5	202.5	4	39	156	4	70	280	638.50
Cut Bank	500	0.5	250	4	39	156	4	70	280	686
Choteau	320	0.5	160	4	39	156	4	70	280	596
Great Falls	340	0.5	170	4	39	156	4	70	280	606
Helena	225	0.5	112.5	4	39	156	4	70	280	548.50
Shelby	450	0.5	225	4	39	156	4	70	280	661
Grand Total Estimate			$5,370			$3,861			$6,930	$16,161

5. Statements of support must be included from any party listed as a partner. Other statements of support will not be evaluated and should not be submitted (not counted toward 5 page limit)

6. Renewable Grant Accountability Report:

If you received a 2009 MLIA Grant you must file a report documenting the progress you have made toward meeting the requirements of that grant (not counted toward the 5 page limit).

7. Authorized Signature

Authorizing Statement
I hereby certify that the information and all statements in this application are true, complete and accurate to the best of my knowledge and that the project or activity complies with all applicable state, local and federal laws and regulations.
I further certify that this project will comply with applicable statutory and regulatory standards.
I further certify that I am (we are) authorized to enter into a binding agreement with the Montana Department of Administration to obtain a grant if this application receives approval.

_____ Date_____

_____

Signature and Title of Authorized Representative(s) of Public Entity Applicant